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Action	File	Note and Return
Approval	For Clearance	Per Conversation
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REMARKS

#1 - FOR ACTION

(PLS DISCUSS THE ATTACHED WITH EO/DDA.)

DO NOT use this form as a RECORD of approvals, concurrences, dispositions,

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DRM 41 (Rev. 7-76)
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Remarks

3637 (10-81)

Executive Secretary
26 Mar 85
Date



EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503

March 20, 1985

Executive Registry
85-1327

DD/A Registry
85-1088

CIRCULAR NO. A-114
(Revised)

TO THE HEADS OF EXECUTIVE DEPARTMENTS AND ESTABLISHMENTS

SUBJECT: Management of Federal Audiovisual Activities

1. Purpose. This Circular prescribes policies and procedures to improve Federal audiovisual management.
2. Rescission. This rescinds OMB Circular No. A-114, dated April 13, 1978, and Transmittal Memorandum No. 1, dated August 30, 1978.
3. Background. OMB Circular No. A-114 was issued on April 13, 1978, to provide policies governing the consolidation, use and management of Federal audiovisual resources. An amendment to the Circular, issued on August 30, 1978, established an Interagency Audiovisual Review Board and prescribed a Government-wide contracting system for the procurement of motion picture film productions.

On April 20, 1981, the President expressed concern about Government spending for unnecessary magazines, pamphlets and films. A moratorium was imposed on the acquisition of new periodicals, pamphlets, and audiovisual productions, pending the development of specific plans to control spending in these areas. This revised Circular incorporates the audiovisual management control policies prescribed by OMB Bulletin No. 81-16 of June 5, 1981. Bulletin No. 81-16 was issued in response to the President's concerns. The revision also improves the organization and clarity of the original Circular and updates the management policies initially prescribed in 1978.

4. Applicability and Scope. The Circular applies to all agencies of the executive branch of the Federal Government.

5. Responsibilities.

- a. The head of each agency is responsible for promulgating such regulations and controls, as necessary, to implement the provisions of this Circular. Each agency head shall designate an office which will have responsibility for the management oversight of the agency's audiovisual activities. This office should be at a management policy level with agency-wide authority. Internal control systems shall provide for monitoring and documenting the extent of agency audiovisual activities and the use of audiovisual resources.

- b. Each agency shall forward the name, mailing address, and telephone number of the office which is assigned responsibility for management oversight of the agency's audiovisual activities to the Office of Federal Procurement Policy (OFPP), with an information copy to the National Audiovisual Center (mailing address: National Audiovisual Center (NAC), National Archives and Records

Administration, Washington, D. C. 20409). These designated offices shall serve as the main point of contact for OFPP and NAC in all matters relating to Government-wide audiovisual policies.

c. The individual responsible for management oversight of the agency's audiovisual activities will represent the agency on the Federal Audiovisual Committee (FAC). The FAC is an interagency committee established to advise OMB on Government-wide audiovisual policy issues. The FAC is chaired by the OFPP and meets at the call of the chair.

d. Agencies should institute, maintain, and document management control systems to ensure economy and efficiency in audiovisual activities and in audiovisual production and acquisition. Agency control systems shall meet the following criteria:

(1) The need for audiovisual products must be confirmed at a management level above the using activity before production is authorized.

(2) Monitoring offices should normally not have operational responsibilities for the production or procurement of audiovisual products.

(3) The policies and procedures governing the mode of operation for audiovisual activities shall be in compliance with OMB Circular No. A-76 (Revised).

(4) The agency control systems must cover all audiovisual productions, including field office productions.

e. Heads of agencies shall be guided by the policies and procedures in this Circular and in the following:

- Attachment A, Audiovisual Activities
- Attachment B, Agency Management of Audiovisual Productions
- Attachment C, Distribution and Evaluation of Audiovisual Productions
- Attachment D, SF 203/Annual Audiovisual Report

6. Definitions.

a. Agency: As used in this Circular, agency means any department or independent establishment of the executive branch of the Federal Government.

b. Audiovisual Productions: A unified presentation, developed according to a plan or script, containing visual imagery, sound, or both, and used to convey information. Audiovisual productions include slide sets, film strips, motion pictures, television (videotape and disc), audio recordings (tape and disc) and multi-media (any combination of two or more media) productions.

c. Audiovisual Services: Individual functions such as scripting; photography, sound and video recording; photo instrumentation; film processing; broadcasting; film-to-video and video-to-film transfers; video, film and sound editing; video, film

and sound duplication; audiovisual media depository and records center operations; distribution; audiovisual production evaluation programs; and support and maintenance of audiovisual equipment and facilities.

d. **Audiovisual Activity:** An organization or function within an organization employing one or more individuals whose principal job is to provide an audiovisual service, produce or acquire audiovisual productions, or manage audiovisual resources. Resources include equipment, budgets, facilities, personnel, supplies and accessories.

e. **Audiovisual Equipment:** Equipment used for the recording, production, reproduction, processing, broadcasting, distribution, storage or exhibiting of audiovisual products.

f. **Audiovisual Facility:** A building, or space within a building, owned or operated by the Government which houses an audiovisual activity.

7. **Exclusions.** The following materials are excluded from all provisions of this Circular:

a. Commercial entertainment productions (such as those distributed to theaters on military installations).

b. Audiovisual information collected exclusively for surveillance, reconnaissance, or intelligence purposes or equipment integrated in a reconnaissance collecting vehicle.

c. Photo-mechanical reproduction, cartography, X-rays, and microfilm/fiche productions.

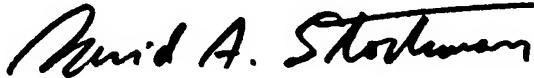
d. Graphic arts and still photographic activities except when their products are used in audiovisual productions.

e. Productions produced by Voice of America and the Armed Forces Radio and Television Service for exhibition overseas.

Should audiovisual information excluded under paragraphs a through c above be used in producing a subsequent production, that production will be subject to the provisions of the Circular.

8. **Sunset Review.** The policies contained in this Circular will be reviewed by the Office of Management and Budget 3 years from the date of issuance.

9. **Inquiries.** Further information concerning this Circular may be obtained by contacting the Office of Federal Procurement Policy, Office of Management and Budget, Room 9013 New Executive Office Building, 726 Jackson Place, N.W., Washington, D. C. 20503, Telephone: IDS 103-6803 or FTS (202) 395-6803.



David A. Stockman
Director

OMB Circular No. A-114
Attachment A

AUDIOVISUAL ACTIVITIES

1. Purpose. This Attachment describes specific policies governing the management and utilization of audiovisual activities.

2. Consolidation. Agencies shall consolidate audiovisual activities into as few locations as possible. As a general rule, each agency will attempt to consolidate its audiovisual activities into a single facility within each metropolitan area. Where consolidation is not feasible or economical, these activities should, as a minimum, be centrally managed.

3. Commercial Activities. Audiovisual activities and related functions, such as graphic arts and still photographic activities, provide products or services which can be obtained from commercial sources and should not be initiated or continued with Government resources unless justified under the provisions of OMB Circular A-76.

a. Utilization. Through the use of management studies specified in OMB Circular No. A-76, agencies shall survey existing audiovisual activities to ensure full use of facilities, personnel and equipment. Resources made available from these studies or in the consolidation of audiovisual activities shall be declared excess in accordance with existing regulations.

b. Use of Other Federal Activities. Excess audiovisual property and services available from other Federal agencies may be used unless the needed product or service can be more economically obtained from the commercial sector. Prices shall be solicited from the commercial sector and from the prospective providing agency. A contract shall be awarded if the commercial price is more economical.

(1) Agencies shall not retain, create or expand internal audiovisual capacity for the purpose of providing commercially available products or services to other agencies, foreign governments, or private organizations. When the performing agency's own requirements increase, capacity used to support other agencies shall be used rather than acquiring additional capacity for the purpose of supporting other agencies. Agencies using such excess capacity should be provided sufficient notice to arrange alternative sources.

(2) All audiovisual activities must be inventoried and reviewed for possible conversion to contract by September 30, 1987, and all external support must be included in the Performance Work Statement developed for this review. If the activity has been reviewed, agencies may use the products or services provided with no further justification. If, after September 30, 1987, the activity has not been justified for continued in-house performance, under the provisions of OMB Circular A-76, user agencies shall obtain the required services directly from a commercial source.

OMB Circular No. A-114
Attachment B

AGENCY MANAGEMENT OF AUDIOVISUAL PRODUCTIONS

1. Purpose. This attachment provides guidance to improve agency management of audiovisual productions.

2. Policy. Audiovisual productions, where cost effective and otherwise appropriate, may be used by agencies to support specific Government programs. Audiovisual productions should be limited to those essential to agency missions and should not be used to promote an agency or to provide forums for agency opinions on broad subjects, without specific program reference. As a general rule:

a. Agencies should not develop or support audiovisual productions to influence pending legislation, promote sales of products, or promote the status of various industries.

b. Material produced for research or documentation must be limited to research or documentation; not the promotion of an agency's programs.

c. Agencies should use procurement contracts to procure audiovisual productions. Grants, cooperative agreements and other legal instruments should not be used when the production is intended for the direct benefit or use of the Government.

d. Procurement policies and procedures for audiovisual productions are contained in OFPP Policy Letter 79-4.

3. Needs Assessment. The acquisition or production of audiovisual products may be authorized only where the agency has determined that the products are the most effective means of communicating the required message to the intended audience. In making this determination, agencies shall consider and document all relevant factors, including but not limited to: communication objective; target audience; production costs; user cost; life span of the information to be conveyed; frequency of use; immediacy of requirement; necessity for periodic updating; method, level and cost of distribution; and compatibility with other existing communication programs.

4. Subject Search. Agencies must check commercial and Government sources before authorizing audiovisual productions or procurements.

a. Prior to authorizing any type of audiovisual production, all agencies will attempt to determine if existing productions are available to satisfy its needs. Agencies should use the resources of the National Audiovisual Center (NAC) to determine what Federal productions exist by requesting subject searches. Standard Form 282 (Appendix I) may be used for this purpose. Agencies should also review commercial media collections, either through catalogs or computer-based resources. If there are no existing Federal or commercial productions available, the agency may produce, within existing budget limitations, additional productions to support program responsibilities.

Attachment B-2

b. Federal Audiovisual Production Report (SF 202). The Federal Audiovisual Production Report (FAPR), Standard Form 202 (Appendix II), will be prepared by each agency when production is authorized for all productions except those excluded by Part 7 below. The FAPR assists Federal agencies in learning about similar products existing or planned in other agencies, and helps reduce duplication of effort. Pre-production sections of the report will be completed and sent to NAC and will consist of information about materials planned or in process. Upon completion of an audiovisual production, the post-production sections of the FAPR will be completed and forwarded to NAC. This information will become part of the Center's data base. Information from the data base will be provided to other Federal agencies and the public. Copies of Standard Form 202 may be obtained from GSA through agency forms distribution systems.

c. The DOD will compile its own production data using the DOD Form 1995, DOD Audiovisual Production Report. Information about these productions will be made available to NAC through the Defense Audiovisual Information System (DAVIS).

5. Government Employees as Actors.

a. All Federal employees (including active-duty military personnel) are prohibited from playing dramatic roles, narrating, or acting in Federal audiovisual productions except:

- When performing their own job.
- When a production is to be used only for internal communications or training, and the Government employees are playing roles developed for training purposes in connection with their own job, without using a prepared script.
- When the skills or knowledge of the Government employees cannot be readily supplied by professional actors, and cannot be supplied by a prepared script.

Government personnel shall not perform roles which subject them to health or safety hazards not normally encountered in their own jobs.

6. Stock Footage. Agencies, except the DOD, shall offer to the Special Archives Division, National Archives and Records Administration, motion picture out-takes, trims, and other unedited motion picture footage (with stock footage value) accumulated in the production of audiovisual products. The footage will be made available to other Federal agencies and the public through services provided by the Special Archives Division, National Archives and Records Administration, Washington, DC 20408.

7. Exclusions. Agency productions that are excluded from pre-production and post-production reporting requirements are:

- a. Security-classified items.
- b. Items produced for internal agency use that are exempt from public disclosure under the provisions of the Freedom of Information Act (80 Stat. 383; 5 U.S.C. 552), as amended.

Attachment B-3

- c. Items the agency decides would not benefit the public because the useful life is too short (usually less than one year) or the production budget is too small (less than \$5,000).
- d. Mixed media packages with predominance of printed material usually handled by the U.S. Government Printing Office.
- e. Productions prohibited by law from distribution in the United States.
- f. Productions related to timely coverage of a news event such as public service announcements, newsclips or audio recordings, or television and radio spot announcements.
- g. Unique or highly-specialized technical materials useful only to a single agency.
- h. Multi-media productions requiring special projection equipment or electronic programmers.
- i. Productions from criminal investigations or other legal evidentiary procedures.
- j. Photo-instrumentation, reconnaissance, or documentation footage. Exclusion does not include productions produced from this footage.

NOTE: With the exception of 7j, all excluded items must be reported in the agency Annual Audiovisual Report (SF 203) (see Attachment D of this Circular).

OMB Circular No. A-114
Attachment C

DISTRIBUTION AND EVALUATION OF AUDIOVISUAL PRODUCTIONS

1. **Purpose.** This Attachment provides policy and guidance for improving the distribution and evaluation of Government-owned audiovisual productions, and provides for the centralization of specific audiovisual management services in the National Audiovisual Center (NAC), National Archives and Records Administration.

2. **Services Provided by NAC.** NAC will:

a. Serve as the central information source to the public and Federal agencies concerning the availability of audiovisual productions produced by or for the Government;

b. Rent and sell Federal audiovisual productions to the public and Federal agencies;

c. Compile and publish Government-wide catalogs, as well as use other types of information dissemination techniques, to inform the public on audiovisual productions available for rent and sale;

d. Develop criteria, establish appropriate terminology, and recommend Government-wide practices for the cataloging and indexing of audiovisual productions; and

e. Maintain a data bank containing information on Federal audiovisual productions.

3. **Policy.** Agencies shall provide NAC information, as cited in Attachment B, and all productions necessary to perform this service. Agencies shall use NAC services to increase the dissemination of audiovisual product information to the public and improve access to and the use of Federal audiovisual productions.

4. **Distribution.**

a. Upon request, agencies will provide all duplication materials necessary for NAC to reproduce copies of specific productions and make them available to the public and other Federal agencies.

b. Agencies may elect to loan duplication materials to NAC when required, or provide it for the Center's permanent use. Under either condition, NAC retains the right to place duplication material in a laboratory selected by the Center to ensure the best price to the public. Duplication material on loan to NAC will be returned to the agency but may, through special arrangement with the producing agency, be retained in the Center's laboratory until specifically requested by the agency.

c. When acceptable duplication material is no longer available from an agency, the agency will loan NAC the original materials and/or printing masters

Attachment C-2

necessary for the Center to reproduce, at its expense, the duplication material needed for reproduction. The original material may be maintained at the agency's laboratory for duplication or, if mutually agreeable, be moved to a laboratory designated by NAC. Agency materials will be returned immediately after production of the duplication materials.

d. Arrangements for the transfer of duplicating materials to NAC will normally be initiated by the Center. Agencies desiring to deposit duplicating materials with NAC may arrange for automatic transfer upon completion of productions by executing an interagency agreement with the Center.

e. NAC shall determine the prices of items for sale and rent through the Center under the authority of 44 U.S.C. 2112(c).

f. In addition to using NAC's services, an agency may make its productions available for sale, rent, or loan to the public through other distribution channels provided the agency head determines that such actions are necessary for the efficient operation of the agency's programs. Agencies shall, however, periodically review their distribution programs and discontinue any which duplicate NAC services.

5. Loan Programs.

a. Agencies which maintain multiple loan libraries shall attempt to consolidate them. Each agency should have no more than one loan library in a geographic area. After a title has been in loan distribution through an agency's loan library or through commercial contract for three years, or earlier if appropriate, the title should be considered for further access through NAC's rental program.

b. Multiple award contracts have been made by GSA under Federal Supply Schedule, Industrial Group 781 covering the free loan distribution of audiovisual materials. Agencies should obtain pertinent ordering data from the GSA regional office servicing their areas and use the contracts, as appropriate.

6. Exclusions. Productions excluded by Attachment B, Part 7, of this Circular need not be submitted to the National Audiovisual Center.

7. Evaluation.

a. Production. Agency management should perform appropriate evaluation of audiovisual productions and include evaluation in audiovisual management control systems to ensure goals and objectives of the productions were met.

(1) Each agency will develop an evaluation program to assess the value and effectiveness of its audiovisual productions.

(2) Complexity and cost of evaluation should be dependent on the cost and program impact of the audiovisual production being evaluated. For example, agencies should spend less time and money to evaluate a low-cost

Attachment C-3

small impact production than they should to evaluate a high cost or major audiovisual program designed for broad applications. Depending on the production being evaluated, methods could range from a simple tally sheet to record sample responses to a more complex survey with interviews and testing forms.

b. Distribution.

(1) Agencies shall evaluate the effectiveness of distribution systems for all products, annually. Evaluation may be performed by developing statistical reports which show the estimated number of viewers of specific productions and the resulting cost per thousand -- based on number of viewers and costs of production and distribution. This data should be considered by the agency in authorizing future audiovisual productions.

(2) Before authorizing any production which is estimated to cost more than \$50,000, a specific written distribution plan must be prepared, including reference to the program the production will support. The agency will evaluate the cost-effectiveness of the proposed production by relating the size of the potential audience to the total production cost.

OMB Circular No. A-114
Attachment D

STANDARD FORM 203/ANNUAL AUDIOVISUAL REPORT

1. Purpose. This Attachment describes reporting requirements for the Annual Audiovisual Report, Standard Form (SF) 203.

2. Policies and Procedures. Agencies are required to file SF 203, Annual Audiovisual Report (Appendix III), detailing all audiovisual activity each fiscal year. The report is due January 1 each calendar year for the previous fiscal year and should be forwarded to the National Audiovisual Center (NAC), National Archives and Records Administration. All audiovisual productions, including productions excluded from other reporting requirements of this Circular, should be reported on the SF 203. The purpose of the report is to acquire data on Federal audiovisual activities, including overhead for in-house expenses. This information, once compiled, will be made available, upon request, to all agencies, and to the public. Copies of SF 203 may be obtained from the NAC.

3. Periodic Review. Agencies shall ensure, through management control and cost accounting systems, the accuracy and consistency of audiovisual production budget data provided to OMB and the SF 203 data furnished to NAC.

MANDATORY TITLE CHECK

(Complete for each planned production in accordance with the provisions of OMB Circular (A-114))

Complete and return copies 1 and 2 to: **APPENDIX 1**National Audiovisual Center (NAC)
General Services Administration
Attn: Mandatory Title Check
Washington, DC 20409

1. NAME OF REQUESTING AGENCY		2. DATE	3. AGENCY INTERNAL CONTROL NUMBER (If required)
4. AGENCY CONTACT FOR ADDITIONAL INFORMATION		b. NAME AND TITLE	c. ADDRESS (Include ZIP Code)
		d. TELEPHONE NUMBER (Include area code)	
		<input type="checkbox"/> FTS <input type="checkbox"/> COMMERCIAL	
5. INTENDED SUBJECT - BROAD/SPECIFIC			

6. SPECIFIC OR UNIQUE ELEMENTS (Intended audiences, techniques, regulations, etc.)**7. INTENDED PURPOSE*****NAC will complete items 8 through 12 and return to requesting agency.*****8. THE CENTER HAS COMPLETED ITS SEARCH FOR PRODUCTIONS SIMILAR TO THOSE ABOVE.**

a. We are unable to locate any productions that would meet the requirements specified in your request.

b. We have enclosed information on _____ production(s) which may be appropriate for your program. See instructions block, upper left corner of Standard Form 202 concerning the required justification to continue with your planned production.

9. COMMON DATA BASE (CDB) SEARCH NUMBER

 This CDB number is assigned to you. If you decide to continue with your planned production, include this CDB number in Box 2 of Standard Form 202, Federal Audiovisual Production Report when reporting your production to NAC

10. DATE RECEIVED BY NAC **11. DATE MAILED BY NAC** **12. FORM COMPLETED BY (Signature)**

Appendix 2

ANNUAL AUDIOVISUAL REPORT (Read the instructions on the back)		1. REPORTING AGENCY'S NAME				2. REPORT FOR FISCAL YEAR 19	INTERAGENCY REPORT CONTROL NO. 0152-034-00																																													
Submit original and one copy of this report within 90 days from the end of the fiscal year to: National Audiovisual Center (NAC) General Services Administration Washington, DC 20409		3. AGENCY CON- TACT (For addi- tional infor- mation)	a. NAME AND TITLE		c. ADDRESS (Include ZIP code)																																															
			b. TELEPHONE NUMBER (Include area code) <input type="checkbox"/> FTS <input type="checkbox"/> Commercial																																																	
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INSTRUCTIONS

Audiotvisual activity—Resources used to provide an audiotvisual service or produce an audiotvisual product. Resources include equipment, facilities, personnel, supplies and accessories.

Audiotvisual facility—A building or space within a building owned or operated by the Government which houses either an audiotvisual activity, audiotvisual equipment or a capability to provide an audiotvisual service. Space used to produce an audiotvisual product with portable equipment shall be classified as an audiotvisual facility for purposes of this report.

Off-the-shelf—Commercial productions purchased for agency use, with or without modification. (Includes purchase of rights and preprint materials.)

Other media—Includes silent and sound filmstrips, sound slide sets, multimedia kits, and programmed learning packages utilizing audiotvisual media. Totals for these should be reported together. For media not presented at a fixed speed, such as silent filmstrips, an estimated viewing time should be used where the form requires minutes to be reported. Do not report on transparencies, silent slide sets, still photographs, or graphic arts unless combined with other media in multimedia kits or programmed learning packages.

In-house—Products and services supplied directly by the staff of the using agency, or for the using agency by the staff of another Federal agency.

Contract—A commercial source providing audiotvisual products and services to an agency through contract or purchase order.

Mixed—A combination of in-house and contract resources. As an example, a mixed production would occur when an agency using in-house staff prepares a treatment or a script and then contracts for the production of the treatment or script.

Cost—Includes all direct and indirect costs associated with in-house and contract operations. Contract costs should include amounts paid directly to suppliers and expenses of preparing solicitations; evaluating offers; and negotiating, awarding, and managing contracts. In-house costs should include all amounts paid for personnel services and benefits; space rental, including maintenance, repair, and utility services; supplies, materials, and equipment purchases; travel and transportation expenses; consultant and service fees; and indirect costs such as management and supervision.

Duplication—Creation of one or more copies of a medium.